



CITY OF OAKLAND

AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Michael Kashiwagi
Interim Director, Oakland
Public Works

SUBJECT: Waterfront Bay Trail Update

DATE: November 05, 2024

City Administrator Approval


Jestin Johnson (Nov 7, 2024 15:34 PST)

Date: **Nov 7, 2024**

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report On The Status Of Waterfront Bay Trail Implementation.

EXECUTIVE SUMMARY

This Informational Report is an update on the status of Oakland Waterfront Bay Trail Implementation. At the request of the Public Works and Transportation Committee, this memorandum is the eighth update since July 2017 on the City of Oakland (City) efforts and progress in implementing continuous Bay Trail projects along the Oakland Waterfront.

BACKGROUND / LEGISLATIVE HISTORY

From the total \$198,250,000 Measure DD General Obligation Bond approved by voters in 2002, \$53,000,000 was allocated to the Estuary Waterfront Access category. Of that allocation, \$43,500,000 is designated for waterfront trail and park acquisition and construction. Through this category of funding, Oakland is completing local segments of the regional San Francisco Bay Trail, a 500-mile walking and cycling path around the San Francisco Bay that passes through 47 cities and all nine Bay Area counties. Annual reports have been provided on [July 11, 2017](#); [March 13, 2018](#); [January 15, 2019](#); [February 10, 2020](#); [March 3, 2021](#); [March 21, 2022](#); and [March 13, 2023](#).

Since the last annual report, the Fruitvale Land Crossing Bay Trail segment (approximately 420 linear feet) has been completed as shown in [Attachment B: Photo of Completed Fruitvale Trail Project](#).

ANALYSIS AND POLICY ALTERNATIVES

Since the inception of Measure DD through the end of 2023, about two-thirds (approximately 4.3 miles) of the planned Bay Trail segments along the Oakland waterfront have been completed, as shown in [Attachment A: Oakland Waterfront Bay Trail Projects Map](#), and listed in **Tables 1 and 2**, below. Building the Waterfront Bay Trail is a joint effort between the City and private parties. Completion of these twenty waterfront trail segments advances the Citywide Priorities of **holistic community safety, vibrant, sustainable infrastructure, and responsive, trustworthy government** by creating new or repairing existing trails to improve the safety and accessibility of the Bay Trail.

Table 1. Completed Trail Segments - Public

Item	Trail Segment Map Designation	Name
1	2.	Jack London Square Aquatic Center to Embarcadero Bridge
2	3.	Harbor Master (1853 Embarcadero)
3	4.	Embarcadero Cove
4	5.	Livingston Pier
5	6.	Cryer Boat House
6	7.	Union Point Park
7	12.	Derby to Lancaster
8	14.	Alameda Avenue
9	16.	66 th Avenue Gateway
10	17.	Fruitvale Land Crossing

Table 2. Completed Trail Segment – Private

Item	Trail Segment Map Designation	Name
1	A.	Jack London Square
2	B.	Brooklyn Basin (partial completion)
3	C.	Homewood Suites
4	E.	Executive Inn and Suites
5	F.	Oakland Marina
6	G.	Livingston Street to Dennison Street,
7	H.	Phoenix Housing
8	I.	Glasscock Housing
9	J.	A-1 Self Storage
10	N.	Tidewater Boating Center to Damon Slough
11	M.	Tidewater Boating Center’s remaining segment

There are ten segments of the Bay Trail that remain unfinished. Of those, five will be completed by another agency or through ongoing private development. See **Table 3** below.

Table 3. Trail Segments to be Completed By Private Developer or Other Agency

Item	Trail Segment on Map	Name	Project Status (work completed since the last update)	Notes/Next Steps
1.	B.	Brooklyn Basin Private project	Design development continues.	In Progress: The Phase I trail is complete (parcels A, B, C, G, and F). The remaining Brooklyn Basin trail segments will be completed over the next three years, and all segments are anticipated to be open by the summer of 2027.
2.	D.	Crowley Site East Bay Regional Park District (EBRPD) project	The project is in the preliminary design phase. The EBRPD project manager is gathering site information. Funding request for the United States Department of Transportation and RAISE program funds was not successful.	In Progress: Secure funding and then complete design and site programming. Timing depends on funding availability.
3.	K.	Gallagher & Burk (344 High Street – Oliver De Silva Inc., owner) EBRPD project	No trail easement acquisition discussions are underway yet.	Planning: EBRPD is in the preliminary stages of assessing project feasibility.
4.	L.	Hanson Aggregates (4501 Tidewater Avenue) – Home Dock Properties EBRPD project	EBRPD is continuing to work on planning and designing this segment of the trail.	Negotiation and Planning: EBRPD is continuing negotiations with the property owner for the easement.
5.	15.	High Street Bridge Connection (Trail Undercrossing) EBRPD project	Per the previous annual Report, March 13, 2023, the undercrossing trail connection has been discontinued as a City project.	Planning: EBRPD is planning to pursue an upland alternative to connect the Bay Trail at the Tidewater Boating Center to High Street.

Only one other segment, out of the aforementioned eleven unfinished segments, will move ahead and remain managed by the City. It is the trail segment that runs through Estuary Park. See **Table 4** below.

Table 4. Trail Segment to be Completed - Public

Item	Trail Segment on Map	Name	Project Status (work completed since the last update)	Notes/Next Steps
1.	1	Estuary Park City of Oakland project	90% Design complete; Bay Conservation and Development Commission working with staff on project permit; Project awarded CA Coastal Conservancy Climate Adaptation fund grant for enhanced design of the living shoreline. Draft California Environmental Quality Act (CEQA) Environmental Impact Report (EIR) Addendum and Park Master Plan documents are currently complete and seeking Council adoption.	In Design: Phase 1 construction is planned for 2026. Additional funding is needed to complete the design, permitting, and construction of Phase 1. City staff is working with stakeholders to define Phase 1 scope outside of Parcel N. Phase 1 scope definition will be dependent on available funding. It is expected that future Series D Measure DD bonds will provide funding for Phase 2 construction.

The last four (out of ten) trail segments are recommended to be discontinued at this time, as the anticipated costs and schedule exceed the capacity of Measure DD. See **Table 5** below. Approximately \$3 million remains in Measure DD funding category II, Estuary Waterfront Access, Parks, and Clean-up. Approximately \$20 million in Category II Series D bonds will be sold in the future. All of these funds will be needed to complete the Estuary Park projects. The E. 7th St. to 23rd St./29th Ave. project and the Park Street Bridge undercrossing projects are mutually dependent on each other for permitting and construction, resulting in a combined cost estimate for the completed construction of \$50 million and a projected duration of nine years.

These are particularly difficult trail locations for both construction and maintenance post-construction. Additionally, the project would have to secure the privately-owned industrial properties from public intrusion/vandalism/break-ins. Lastly, the “undercrossing” is actually building a bridge beneath the historic Park Street Draw Bridge.

Table 5. Trail Segments to be Discontinued - Public

	Trail Segment on Map	Name	Project Status (work completed since the last update)	Notes/Next Steps
1.	8	Miller Milling (2201 E 7 th St.) City of Oakland project	<p>These three segments are referred to as the E. 7th St. to 23rd St./29th Ave. project. The Phase II Environmental Site Assessment and Geotechnical Reports are complete. An order-of-magnitude cost estimate was prepared for easement/Right of Way negotiations and purchase, permitting, design, and construction that showed a project cost of roughly \$30 million in 2023 dollars. This project cannot be built without the underpass connection at Park Street Bridge, which is estimated to cost \$20 million in 2023 dollars. The combined total of \$50 million.</p> <p>The estimated project duration is 9 years.</p> <p>The staff has recommended that the City close this project. It is considered infeasible for the foreseeable future due to cost and duration.</p>	<p>Agenda Report: Staff will prepare an Agenda Report for official notification of the City Council and the general public in the spring of 2025, to officially discontinue this project.</p> <p>Staff will recommend in the Resolution that the remaining balance of Measure DD funds be transferred to the Estuary Park project.</p>
2.	9	333 Kennedy St. City of Oakland project		
3.	10	CEMEX (333 23 rd Ave.) City of Oakland project		
4.	11	Park Street Bridge Connection (Trail Undercrossing) City of Oakland project	<p>This project relies on the construction of the E. 7th Street to 23rd/29th Avenue trail because the connection to land for this bridge undercrossing is at the CEMEX property.</p> <p>Per the above, the combined total for these two projects is estimated to be \$50 million with a duration of 9 years.</p> <p>The staff has recommended that the City close this project.</p>	<p>Agenda Report: Staff will prepare an Agenda Report for official notification of the City Council and the general public in the spring of 2025, to officially discontinue this project.</p> <p>Staff will recommend in the Resolution that the remaining balance of Measure DD funds be transferred to the Estuary Park project.</p>

	Trail Segment on Map	Name	Project Status (work completed since the last update)	Notes/Next Steps
			It is considered infeasible for the foreseeable future due to cost and duration.	

FISCAL IMPACT

This item is for informational purposes only and does not have a direct fiscal impact or cost.

PUBLIC OUTREACH / INTEREST

The advancement of Measure DD-funded projects is overseen by the Measure DD Community Coalition (Coalition), which is open to any member of the public wishing to participate. The Coalition meets bi-monthly on the third Monday. Meeting agendas, minutes, and other documents pertinent to Measure DD actions are available on the Measure DD website at <https://www.oaklandca.gov/topics/measure-dd-community-coalition>. Specific public outreach and engagement for each of the projects referenced in this report occurs on a project-by-project basis.

SUSTAINABLE OPPORTUNITIES

Economic: Although this report is for informational purposes and has no direct economic opportunities, the continued efforts to implement trail improvement projects have provided contracting opportunities for City vendors and contractors through the design and construction process. The completed trail along the waterfront may also enhance economic opportunities for Oakland businesses and may improve economic opportunities for persons needing to commute by walking or biking.

Environmental: Although this report is for informational purposes and has no direct environmental impacts, completion of the waterfront trail projects referenced in this report will benefit the environment by encouraging pedestrian and bicycle use of the trail to access destinations, thereby reducing vehicle usage and its associated pollution. Encouragement of trail use may also improve appreciation for and stewardship of the adjacent Oakland Estuary.

Race & Equity: Although this report is for informational purposes and has no direct race and equity impacts, the waterfront trail projects referenced in this report are part of the regional San Francisco Bay Trail, which serves and connects many communities around the San Francisco Bay, including many frontline communities. It provides a safe and low-impact connection between numerous points and neighborhoods of Oakland. It encourages physical activity, recreation, and invites engagement with the environmental habitat of the Bay to improve the quality of life for residents throughout the city. The trail system provides a safe means of travel via walking or biking for recreational transportation or commuting. This is especially important

for residents who may not have access to a vehicle. The trail projects will be compliant with the Americans with Disabilities Act and provide equitable access to seniors and those with mobility impairment. Improvement of the trails could allow expansion of programs promoting youth recreation and health improvements.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive An Informational Report On The Status Of Waterfront Bay Trail Implementation.

For questions regarding this report, please contact CHRISTINE REED, Project and Grant Management Division Manager, at creed2@oaklandca.gov or 510-238-6540.

Respectfully submitted,



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Reviewed by:
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Attachments (1):

- A: Oakland Waterfront Bay Trail Projects Map
- B: Photo of completed Fruitvale Trail project